

**GRAND JUNCTION CITY COUNCIL
WORKSHOP AGENDA**

**MONDAY, JULY 19, 2004 7:00 P.M.
CITY HALL AUDITORIUM, 250 N. 5TH STREET**

MAYOR'S INTRODUCTION AND WELCOME

7:00 COUNCILMEMBER REPORTS

7:10 CITY MANAGER'S REPORT

7:15 REVIEW FUTURE WORKSHOP AGENDAS

[Attach W-1](#)

7:25 REVIEW WEDNESDAY COUNCIL AGENDA

7:30 INFILL/REDEVELOPMENT POLICY: Community Development staff will explain how City staff will implement the adopted policy and provide information and receive direction for proceeding to formal adoption.

[Attach W-2](#)

8:15 STRATEGIC PLAN UPDATE

[Attach W-3](#)

8:30 ADJOURN

This agenda is intended as a guideline for the City Council. Items on the agenda are subject to change as is the order of the agenda.

Attach W-1
Future Workshop Agendas

CITY COUNCIL WORKSHOP AGENDAS

**** AUGUST 2, MONDAY 11:30 AM at TWO RIVERS CONVENTION CENTER***
11:30 MESA STATE COLLEGE FUTURE EXPANSION EFFORTS

AUGUST 2, MONDAY 7:00 M

7:00 COUNCIL REPORTS, REVIEW WEDNESDAY AGENDA AND REVIEW
FUTURE WORKSHOP AGENDAS
7:25 CITY MANAGER'S REPORT
7:30 LIBRARY BOARD PRESENTATION & DISCUSSION
8:15 STRATEGIC PLAN UPDATE

➔ AUGUST 12, THURSDAY @ TWO RIVERS CONVENTION CENTER

11:30 ANNUAL JOINT PERSIGO MEETING WITH MESA COUNTY
COMMISSIONERS

**** AUGUST 16, MONDAY 11:30 AM @ CITY SHOPS***

11:30 REVIEW & TOUR OF RECYCLING PROGRAM AT CITY SHOPS

AUGUST 16, MONDAY 7:00 PM

7:00 COUNCIL REPORTS, REVIEW WEDNESDAY AGENDA AND REVIEW
FUTURE WORKSHOP AGENDAS
7:25 CITY MANAGER'S REPORT
7:30 UPCOMING APPOINTMENTS TO BOARDS & COMMISSIONS

**** AUGUST 30, MONDAY 11:30 AM***

11:30 OPEN

AUGUST 30, MONDAY 7:00 PM

7:00 COUNCIL REPORTS, REVIEW WEDNESDAY AGENDA AND REVIEW
FUTURE WORKSHOP AGENDAS
7:25 CITY MANAGER'S REPORT
7:30 OPEN

**** SEPTEMBER 13, MONDAY 11:30 AM***

11:30 OPEN

SEPTEMBER 13, MONDAY 7:00 PM

7:00 COUNCIL REPORTS, REVIEW WEDNESDAY AGENDA AND REVIEW
FUTURE WORKSHOP AGENDAS

7:25 CITY MANAGER'S REPORT

7:30 UPCOMING APPOINTMENTS TO BOARDS & COMMISSIONS

BIN LIST

1. Utilities in right-of-way ordinance
2. Traffic calming
3. Regular updates from City Departments

MESA STATE COLLEGE FOUNDATION

1450 N 12th Street
Grand Junction, CO 81501
TEL (970) 248-1295
TOLL FREE 866-MSC-ALUM
FAX (970) 248-1107
E-MAIL mscfoundation@mesastate.edu

June 3, 2004

Date - please put
on Council workshop for
as a possible Council
workshop. I'll ask
them if they want
to schedule a
workshop.
-RA

Mr. Kelly E. Arnold
City Manager
City of Grand Junction
250 North 5th Street
Grand Junction, CO 81501

Dear Kelly,

Thank you for visiting with me at Rotary yesterday. It was fun to sit beside your handsome son and watch his reactions to Ann Lincoln. I don't know whether the children, parents, or other Rotarians enjoy that event the most!

President Foster asked me to contact you about making a presentation to the City Council on the Campus Expansion Project. He would like to update the Council members on the project and how it relates to College plans. Would you please let me know when he is on the agenda for a Council meeting or workshop?

Thanks Kelly and please say "Hi" to Alec.

Sincerely,



Claudia B. Crowell
Executive Director

pc: President Foster

**Attach W-2
Infill/Redevelopment Policy
CITY OF GRAND JUNCTION**

| CITY COUNCIL AGENDA | | | | | | |
|---------------------------------------|---|-----|-------------------------------------|-----|--------|---------------------------------|
| Subject | Implementation of the Infill / Redevelopment Policy | | | | | |
| Meeting Date | July 19, 2004 | | | | | |
| Date Prepared | July 6, 2004 | | | | File # | |
| Author | Bob Blanchard | | Community Development Director | | | |
| Presenter Name | Bob Blanchard | | Community Development Director | | | |
| Report results back to Council | <input type="checkbox"/> | No | <input checked="" type="checkbox"/> | Yes | When | Preparation Of Resolution |
| Citizen Presentation | <input type="checkbox"/> | Yes | <input checked="" type="checkbox"/> | No | Name | |
| <input checked="" type="checkbox"/> | Workshop | | Formal Agenda | | | Individual Consideration |

Summary: In September, 2002, City Council approved an infill / redevelopment policy. The policy was discussed during a series of workshops prior to adoption. Early in 2003, the policy was formally adopted as part of the Growth Plan update. Following that, Leslie Bethel Design and Planning was contracted to develop an implementation program. Working with Council and the Planning Commission, the final implementation report was completed in March, 2004. This workshop explains how City staff will implement the adopted policy and provide information and receive direction for proceeding to formal adoption.

Action Requested/Recommendation: Accept the proposed implementation program for the adopted infill and redevelopment policy

Background Information: See attached Staff Report/Background Information

Attachments:

1. Infill And Redevelopment Policy Implementation, Final Report, prepared by Leslie Bethel Design and Planning
2. Proposed Infill Area map
3. Proposed Redevelopment Area map
4. Proposed Incentives (forms of City involvement)
5. Proposed information to be provided by applicants (Evaluation Criteria)
6. Email from Jody Kole, Grand Junction Housing Authority

Background:

In early 2003, as part of the Growth Plan Update, Council formally adopted the recently completed Infill and Redevelopment Policy that had been prepared by Clarion Associates. The policy includes definitions, policies and supporting guidelines. Following that, Leslie Bethel Design and Planning was contracted to follow-up the policy development with implementation recommendations. Three work sessions with City Council and the Planning Commission resulted in the attached report, [Infill And Redevelopment Policy Implementation, Final Report](#). Over the last few months, staff has been identifying issues and considering how best to proceed with implementation. A summary of the report and staff's recommendations are provided.

Implementation Report Summary

Primary to the development of implementation recommendations are definitions. Council approved definitions for "Infill", "Redevelopment" and "Redevelopment Area" with the acceptance of the original policy document:

"Infill" development means: The development of a vacant parcel, or an assemblage of vacant parcels, within an established area of the City, and which is bordered along at least three-quarters of the parcel's, or combined parcels', perimeter by developed land. In addition, such parcel generally has utilities and street access available adjacent to the parcel, and has other public services and facilities available near-by. Generally, these sites are vacant because they were once considered of insufficient size for development, because an existing building(s) located on the site was demolished, or because there were other, more desirable or less costly sites for development. (For purposes of this definition, 'developed land' shall not include land used for agriculture, as "agriculture" is described in Section 9.27 of the Grand Junction Zoning and Development Code.)

"Redevelopment" means: Any development within a **Redevelopment Area**, including—in whole or in part—clearance, replanning, reconstruction, or rehabilitation, and the provision for industrial, commercial, residential, or public spaces and any incidental or appurtenant facilities, as appropriate.

A **"Redevelopment Area"** means: An area in transition, the boundaries of which may be more specifically defined and/or mapped by the City. Such area shall be comprised of not less than two acres, and shall contain buildings, improvements, or vacant lots that fail to exhibit an appropriate use of land or fail to generate housing, retail, or employment opportunities

commensurate with the area's physical capacity and the planned use of the area as defined by Growth Plan.

The final report recommends implementation of the infill / redevelopment policy through five elements:

- Adoption of a map outlining the boundaries in which the infill policy is applicable;
- Adoption of a map outlining the boundaries of redevelopment areas;
- Adoption of criteria to be used to evaluate whether or not a specific request for City assistance with an infill or redevelopment project would be recommended;
- Adoption of "Potential Forms of City Involvement," which is a list of possible incentives that the City may offer applicants within infill and redevelopment areas; and,
- A process for processing incentive requests.

Staff Recommendations

MAPS

Attachments 2 and 3 are the proposed maps that identify the specific boundaries of the infill and redevelopment areas. The adopted policies (and whatever implementation measures are approved by Council) will only apply within these areas. The boundaries discussed with Council and the Planning Commission are now parcel specific.

PROPOSED FORMS OF CITY INVOLVEMENT (INCENTIVES)

The final implementation report includes ten potential incentives that the City could provide. Because this is a new initiative, staff is proposing that we begin the implementation with a few of the possible incentives being offered. Staff will monitor applications with periodic reports back to Council with future consideration to adding other incentives. Staff is proposing that Council initially proceed with eight of the ten (see Attachment 4). The two that are not presently recommended are:

- City assemblage of land for redevelopment bids; and,
- Private improvement / investment fee (PIF)

Two incentives are process based. Those are following the current expedited development review process (regardless of the complexity of the application) and

providing assistance to ensure timely City agency review of a proposed development, via a single point of contact. Because it will be clear if a proposed development falls within the approved boundaries, it is proposed that these two incentives be automatic for any application within the areas. It is proposed that there will be six incentives for which an applicant could apply.

SUBMITTAL AND REVIEW PROCESS

Because the proposed boundaries are specific, it will be clear whether potential developments are within eligible areas or not. If they are, information will be provided during initial discussions with developers. That information will include the adopted policy, a list of evaluation criteria and information requirements to be provided by the applicant (see Attachment 5) and a list of possible incentives. It will be incumbent on the applicant to make application through the Community Development Department. As noted above, expedited review and City assistance would be automatic for any project within the identified boundaries.

A review team including representatives from the following Departments will be formed:

- City Manager's Office
- Community Development Department
- Public Works and Utilities
- Administrative Services

This team would review information provided by an applicant and make a recommendation to the City Council regarding the provision of a requested incentive.

An applicant may apply before or during development review or within a specified time period after a project has been approved.

POTENTIAL ISSUES

Several issues will require monitoring and review as this program is implemented. It is proposed that periodic updates on the program will be provided. Issues include:

Fiscal Impact: Several of the incentives include potential fiscal impacts such as direct financial contributions, targeting of Transportation Capacity Payment funds, reprioritizing the Capital Improvement Program and deferral of fees. Staff will be monitoring and recommending levels of City financial involvement with infill and redevelopment projects.

Workload Impacts: The staff is currently under heavy workload pressures. The implementation of a new program always has workload and retaining

acceptable service level implications. The number of infill / redevelopment projects that require review will be monitored and their effects on existing workloads and customer service monitored. In addition, it should be noted that committing to expedited review, especially for complex projects, may only affect City review agencies. Timeliness of review issues may arise beyond our control with those review agencies outside the City organization.

Legal Issues: The recommendation is that the program be initially implemented via resolution. Pending success and Council's commitment to the policy, the program would then be codified by consideration and adoption of an ordinance. Without codified review and approval criteria, care will need to be exercised to ensure consistency of review between different applications. Feedback from both staff and applicants will be used to monitor this issue.

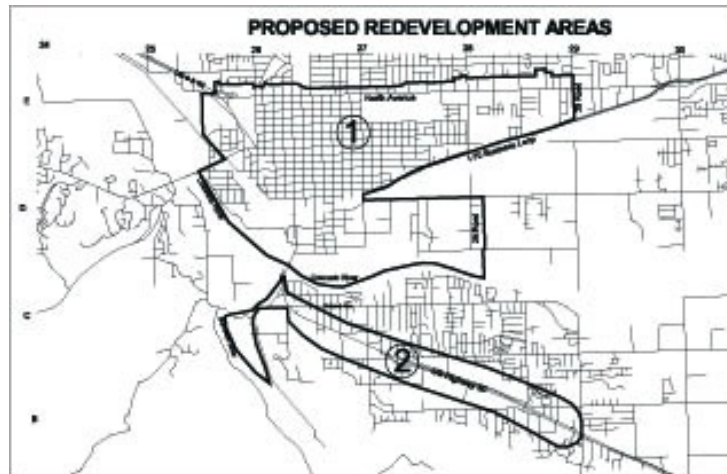
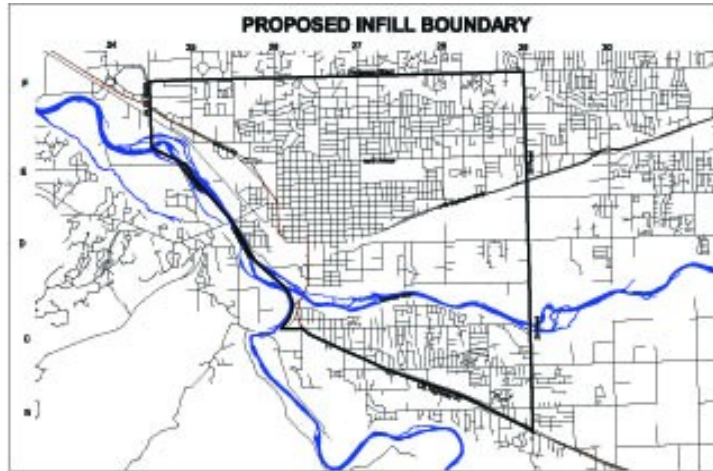
POTENTIAL ADOPTION TIMELINE

If Council approves this implementation program as proposed, the following timeline is anticipated:

Public Review: Public review of the final report has already occurred. In March, 2004, the report was distributed for public review and comment. One comment was received – from the Grand Junction Housing Authority and is included as Attachment 6. It should be noted that the original timeline for adoption was not met. When the adopting resolution is scheduled for review by Council, staff will renotify those on the original mailing list.

Council Approval: A resolution could be prepared for the August 18, 2004 meeting. The program could then be in effect by mid-September.

**INFILL AND REDEVELOPMENT POLICY
IMPLEMENTATION
for
CITY OF GRAND JUNCTION, COLORADO**



Prepared by

Leslie Bethel Design & Planning

1226 Medicine Bow Road
Aspen, CO 81611
970.922.0273 (tel)
970.922.0101 (fax)

In association with
Szymanski/Ray

I. Background

As stated in the Strategic Plan 2002-2012, the City of Grand Junction has long “recognized that growth and its impacts are of great importance to local residents,” therefore the City has committed to, “ongoing refinement of policies regarding growth and development.”

Grand Junction has been actively reviewing and adopting policies to meet this goal. In particular, the City adopted a series of Infill & Redevelopment Policies in 2002 to guide and accommodate future development within the urban growth boundary. (See p. 9 for complete version.) The Infill & Redevelopment Policies refined and added detail to the general goals outlined in the 1996 Growth Plan.

II. Policies, Definitions, & Supporting Guidelines

The new Infill and Redevelopment Policies encompassed four areas of focus, recommending that the City:

- 1) Play an active role in facilitating and promoting infill and redevelopment;
- 2) Adopt precise definitions for the terms “infill” and “redevelopment”;
 - 3) Identify geographic areas appropriate for infill and redevelopment;
 - 4) Advocate for the range of benefits provided by infill and redevelopment.

Because infill, and especially redevelopment, is often unpredictable, and typically features a number of complex and shifting variables, the new policies were crafted to retain flexibility, enabling the City to respond to a changing set of challenges and opportunities.

Definitions were defined and adopted as a part of the new policies. They represent Council’s land use priorities and philosophies regarding an appropriate role for the City. They are as follows:

“**Infill**” development generally means: “The development of a vacant parcel, or an assemblage of vacant parcels, within an established area of the City, and which is bordered along at least three-quarters of the parcel’s, or combined parcels’, perimeter by developed land. In addition, such parcel generally has utilities and street access available adjacent to the parcel, and has other public services and facilities available near-by. Generally, these sites are vacant because they were once considered of insufficient size for development, because an existing building(s) located on the site was demolished, or because there were other, more desirable or less costly sites for development. For purposes of this definition, ‘developed land’ shall not include land used for agriculture, as “agriculture” is described in Section 9.27 of the Grand Junction Zoning and Development Code.”

“**Redevelopment**” generally means: “Any development within a **Redevelopment Area**, including—in whole or in part—clearance, replanning, reconstruction, or rehabilitation, and the provision for industrial, commercial, residential, or public spaces and any incidental or appurtenant facilities, as appropriate.”

A “**Redevelopment Area**” generally means: “An area in transition, the boundaries of which may be more specifically defined and/or mapped by the City. Such area shall be comprised of not less than two acres, and shall contain buildings, improvements, or vacant lots that fail to exhibit an appropriate use of land or fail to generate housing, retail, or employment opportunities commensurate with the area’s physical capacity and the planned use of the area as defined by Growth Plan.”

In addition to adopting the new Infill & Redevelopment Policies and Definitions, the City crafted a set of Supporting Guidelines to facilitate the implementation of the new policies, again with the goal of maintaining flexibility.

The Supporting Guidelines encompassed five areas of focus, including:

- 1) Development and dissemination of relevant data and information;
- 2) Coordination of city improvements with infill and redevelopment needs;
- 3) Simplification and flexibility in the City’s regulatory process;
- 4) Exploration of financial incentives for infill and redevelopment projects;
- 5) Exploration of city participation in infill and redevelopment projects.

III. Recommended Implementation

In 2003, after the Infill & Redevelopment Policies, Definitions & Supporting Guidelines were adopted, the City focused on the implementation phase. The Council began with identifying specific geographic areas for infill and redevelopment. Any incentives that the City would offer would be limited to these geographic areas.

After reviewing a series of potential strategies for City involvement during work sessions with staff, a set of recommendations was outlined at a work session with City Council for fine-tuning and to more specifically align the recommendations with the City’s goals. The implementation strategies included the following steps:

- A map outlining the boundaries of “infill areas” within the city (See Infill Area Map, p. 7);
- A map outlining the boundaries of “redevelopment areas” within the city (See Redevelopment Area Map, p. 8);

- Adoption of “Criteria for Evaluating Potential City Involvement in Infill and Redevelopment Projects (See Criteria... p. 4);
- Adoption of “Potential Forms of City Involvement,” including possible incentives for private applicants in infill and redevelopment projects (See Potential... p. 5);
- Draft of two-step “Process” for future applicants (See p. 6).

Criteria for Evaluating Potential City Involvement in Infill and Redevelopment Projects

The criteria outlined on the following page were designed partly to insure that applicants are aware of the requirements of the city review process. The matrices also include potential incentives for applicants, and a range of methods for possible city involvement in future infill and redevelopment projects. Infill & redevelopment project models were used to review and evaluate whether the incentives and methods of city involvement would accomplish the goals of the City.

Criteria for Evaluating Potential City Involvement in Infill and Redevelopment Projects

Tier I

| | |
|---|-----------------------------------|
| 1) Site is within City’s geographically mapped area | Requirement |
| 2) Site fits definition of “Infill” or “Redevelopment” | Requirement |
| 3) Site is compatible with the community (See Growth Plan) a) Compatible with the immediate neighborhood/ city; works with community values b) Quality of development is compatible/ specific to design and site planning | Required analysis by staff |

Tier II

| | |
|---|--------------------------|
| 4) Project feasibility a) Developer’s resume of experience | Analysis by staff |
| 5) Project feasibility a) Financing in place b) Tenant commitments (doesn’t apply to housing) | Analysis by staff |
| 6) Specific city improvement projects or off site contributions that address existing deficiencies as defined by the City | Analysis by staff |
| 7) Level of city vs. private participation for specific enhancement request/ code requirement | Analysis by staff |

Tier III

| | |
|---|-----------------------|
| 8) Mixed-use development | Bonus Criteria |
| 9) Grand Junction economic development recruitment | Bonus Criteria |
| 10) Historic preservation / enhancement of the property | Bonus Criteria |
| 12) Provides affordable housing | Bonus Criteria |
| 13) Enhanced architecture (beyond code requirements) | Bonus Criteria |

Potential Forms of City Involvement:

| |
|--|
| <p>1. Expedited process relative to timing and certainty</p> |
| <p>2. Assistance with city agency review</p> |
| <p>3. Deferral of fees, possibly including permitting, tap fees, impact fees etc. (May want to set aside or create a fund to pay for fees or possibly waiving a fee when parkland is close by.)</p> |
| <p>4. Density bonuses, (i.e. additional development rights for meeting certain desirable design, quality or use criteria). These are only useful in the relatively rare circumstances where there is an abundance of use / development demand.</p> |
| <p>5. Proactive city improvements – i.e. “prime the pump” by investing in various city improvements prior to any private development commitment</p> <ul style="list-style-type: none">a. Targeting the use of the Transportation Capacity Payment (TCP) fundsb. City initiated Limited Improvement District (LID), Business Improvement District (BID), General Improvement District (GID)c. Reimbursement agreements either with the developer or the City (based on incremental development)d. Shuffling priorities within the CIP (within a 3 year bracket, example: storm drainage improvements) |
| <p>6. City assemblage of development parcels for redevelopment bids (except in unusual circumstances, assemblage is only done within specific / limited boundaries or when there is a specifically known development / tenant opportunity)</p> |
| <p>7. Financial participation - because many desired projects are not viable without city participation and/or to reduce the relative land cost for redevelopment versus vacant property (need to consider policies regarding Capital investment vs. front-end money and the length of term of city commitment, etc.)</p> <ul style="list-style-type: none">a. Revolving loan fundb. Contribution of City land |
| <p>8. Contribution to enhancements / upgrades versus typical standards (for instance upgrading a split face block building treatment to a stone building treatment.)</p> |
| <p>9. Off-site city improvements – access, under grounding of utilities, streetscape, etc.</p> |
| <p>10. Private improvement / investment fee (PIF) – A private “sales tax” in addition to all of the usual city sales taxes, used to help fund various city improvements and/or to reduce development costs.</p> |

Process

The process for consideration for City involvement shall be a two-step process: First, it shall be staff's responsibility to provide an applicant information regarding the possibility for incentives if the site is located within either the infill boundary or one of the designated redevelopment areas.

Second, it shall be the applicant's responsibility to request to be considered for incentives. For example, upon submittal, the applicant may request an expedited review/ review agency process. In many cases, the request for incentives might not be stated by applicant until the review process is underway, or until the review process is complete.

Under both scenarios, City Council will maintain the discretion to balance the incentives, whether it is process, city improvements, financial or other with the benefits the project will offer to the community.

ATTACHMENT 1. Infill Area Map

(NOTE: THIS MAP IS NOT INCLUDED WITH THIS STAFF REPORT)

ATTACHMENT 2. Redevelopment Area Map

(NOTE: THIS MAP IS NOT INCLUDED WITH THIS STAFF REPORT)

ATTACHMENT 3. Infill & Redevelopment Policies

FRAMEWORK POLICY 1: OVERALL GOAL

The City of Grand Junction is committed to taking an active role in the facilitation and promotion of infill and redevelopment within the urban growth area of the city.

FRAMEWORK POLICY 2: ADOPT DEFINITIONS OF INFILL AND REDEVELOPMENT

The City shall adopt precise and enforceable definitions of the terms “infill” and “redevelopment” consistent with Framework Policy 1 (Overall Goal), above, and shall use those terms consistently in its implementing actions, including any regulatory change.

FRAMEWORK POLICY 3: IDENTIFY INFILL AND REDEVELOPMENT AREAS

In order to implement the definitions of “infill” and “redevelopment” in Framework Policy 2 above, the City shall identify specific geographic areas appropriate to implement the general goal of facilitating infill and redevelopment, while enabling the city to prioritize its focus and target limited resources in as efficient a manner as possible.

Policy 3-A: Identify Redevelopment Areas.

As opportunities arise and when the City is prepared to act, the City shall identify specific redevelopment areas within Grand Junction in which public sector efforts to encourage and facilitate redevelopment will be given the highest priority and where direct/active public participation will be considered. (See Supporting Guideline 9 below.)

Policy 3-B: Identify Infill Areas.

The City shall identify the geographical reach of the term “infill,” which is not intended to include the entire city, so that regulatory or other reforms and incentives to encourage/facilitate infill development may be targeted and tailored to the identified locations and/or neighborhoods.

FRAMEWORK POLICY 4: ADVOCATE AND PROMOTE INFILL AND REDEVELOPMENT

The City’s elected officials and leadership will consistently advocate and promote the planning, fiscal, and quality of life advantages and benefits achievable through infill and redevelopment.

Policy 4-A: Coordinate City’s Policies, Regulations, and Practices.

The City's elected officials and leadership shall ensure that various city agencies' and departments' policies, regulations, and practices are consistent with the overall goal to encourage and facilitate infill and redevelopment in Grand Junction.

Policy 4-B: Explore and Form Partnerships to Grow Grassroots Support for Infill and Redevelopment.

The City's leadership will work in partnership with Grand Junction's relevant civic and nonprofit organizations, the regional development community, and neighborhood organizations to provide information, educate, and promote grassroots advocacy of infill and redevelopment.

ATTACHMENT 4. Growth Plan Goals & Policies

GOAL 28: THE CITY OF GRAND JUNCTION IS COMMITTED TO TAKING AN ACTIVE ROLE IN THE FACILITATION AND PROMOTION OF INFILL AND REDEVELOPMENT WITHIN THE URBAN GROWTH AREA OF THE CITY.

Policy 28.1: The City shall adopt precise and enforceable definitions of the terms "infill" and "redevelopment" consistent with the overall goal and shall use those terms consistently in its implementing actions, including any regulatory change.

Policy 28.2: The City shall identify specific geographic areas appropriate to implement the general goal of facilitating infill and redevelopment, while enabling the City to prioritize its focus and target limited resources in as efficient a manner as possible.

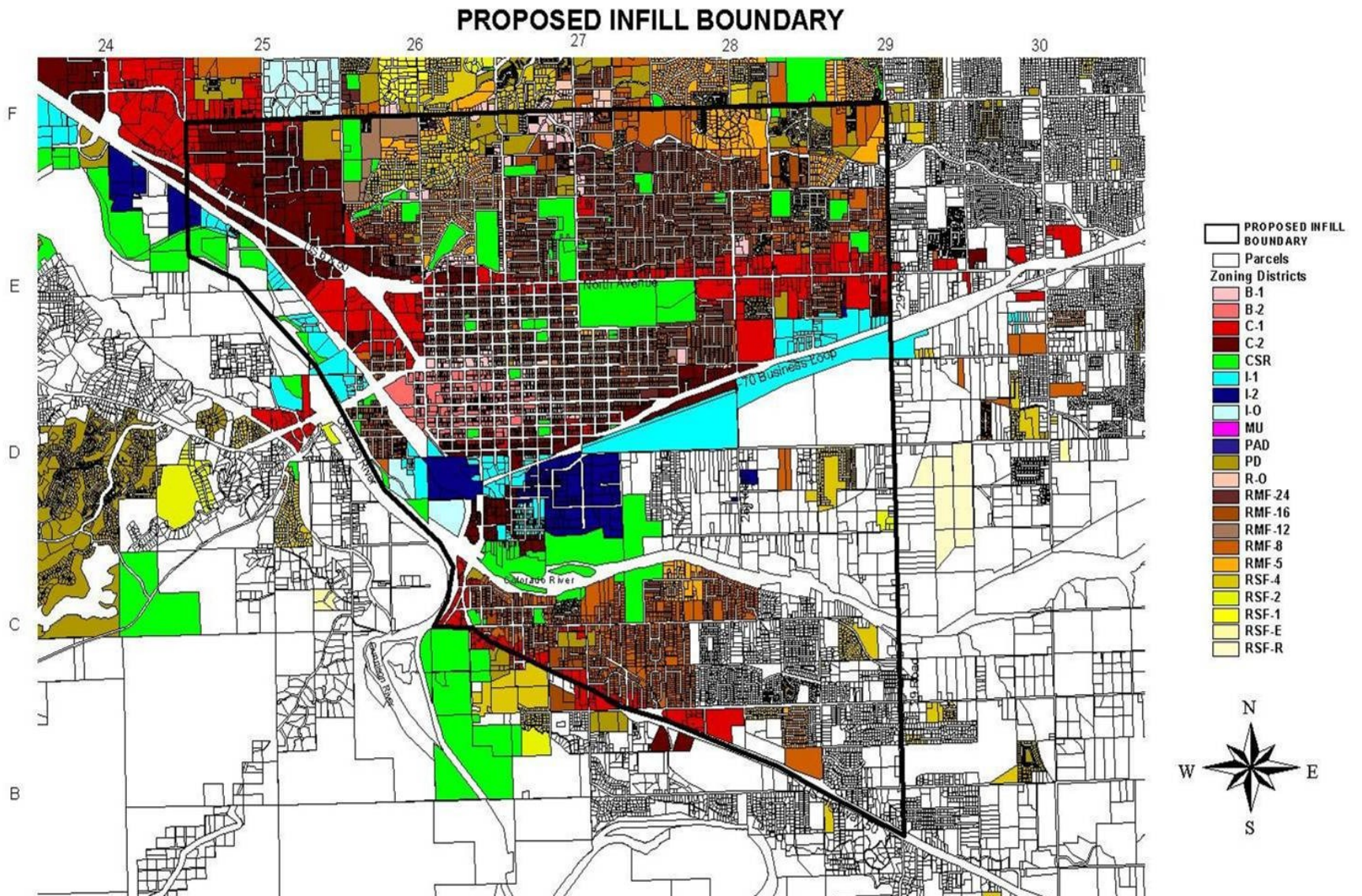
Policy 28.3: The City's elected officials and leadership will consistently advocate and promote the planning, fiscal, and quality of life advantages and benefits achievable through infill and redevelopment.

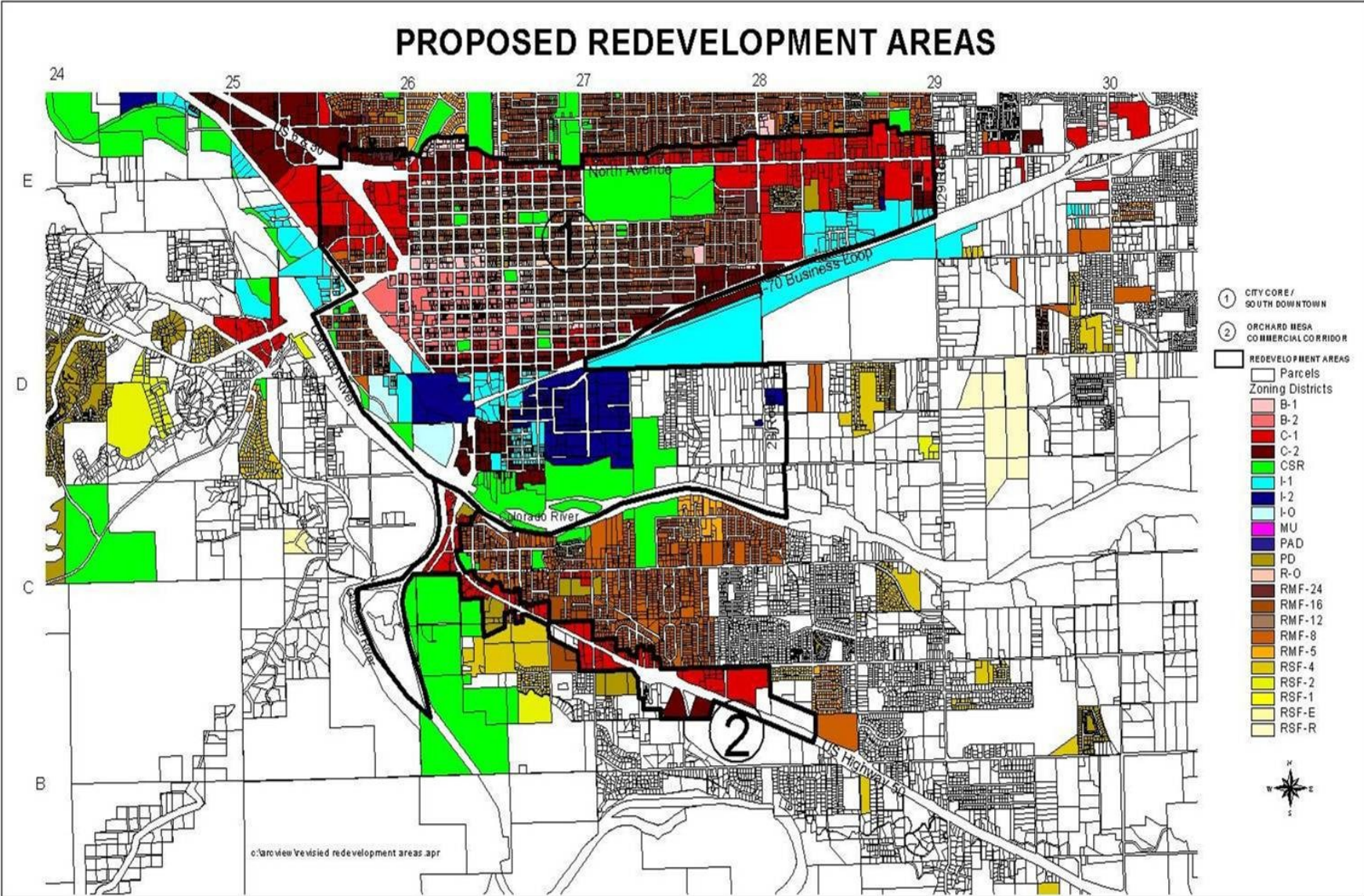
ATTACHMENT 5. Action Items

Infill and Redevelopment

- a. Revise utility/road extension, oversizing and reimbursement policies to encourage urban infill and contiguous development. (Goal 5)
- b. As opportunities arise and when the City is prepared to act, the City shall identify specific redevelopment areas within Grand Junction in which public sector efforts to encourage and facilitate redevelopment will be given the highest priority and where direct/active public participation will be considered. (Goal 28)
- c. The City shall identify the geographical reach of the term “infill”, which is not intended to include the entire city, so that regulatory or other reforms and incentives to encourage/facilitate infill development may be targeted and tailored to the identified locations and/or neighborhoods. (Goal 28)
- d. The City’s elected officials and leadership shall ensure that various city agencies’ and departments’ policies, regulations, and practices are consistent with the overall goal to encourage and facilitate infill and redevelopment in Grand Junction. (Goal 28)
- e. The City’s leadership will work in partnership with Grand Junction’s relevant civic and nonprofit organizations, the regional development community, and neighborhood organizations to provide information, educate, and promote grassroots advocacy of infill and redevelopment. (Goal 28)
- f. The City will gather and coordinate the dissemination of public or other city controlled information that can facilitate infill and redevelopment efforts, such as market studies; inventories of vacant, underutilized, and public-owned parcels in targeted geographic areas; demographic information; and tax and property assessment data. (Goal 28)
- g. The City will coordinate public infrastructure improvements with infill and redevelopment development needs, especially in areas identified as infill and redevelopment areas. (Goal 28)
- h. Review and evaluate existing land development regulations to ensure the infill and redevelopment policies are supported. (Goal 28)

Explore and consider implementing financial incentives to facilitate and encourage infill and redevelopment, to be applied to specific infill and redevelopment projects on a case-by case basis, consistent with established criteria. (Goal 28)





Potential Forms of City Involvement

1. Expedited development review process
2. Assistance with city agency review
3. Deferral of fees (examples may include permitting fees, tap fees and impact fees)
4. Density bonuses for residential projects
5. Proactive city improvements – i.e. “prime the pump” by investing in various city improvements prior to any private development commitment
 - a. Targeting the use of the Transportation Capacity Payment (TCP) funds
 - b. City initiated Limited Improvement District (LID), Business Improvement District (BID), General Improvement District (GID)
 - c. Reimbursement agreements either with the developer or the City (based on incremental development)
 - d. Shuffling priorities within the CIP (within a 3 year bracket, example: storm drainage improvements)
6. Financial participation - because many desired projects are not viable without city participation and/or to reduce the relative land cost for redevelopment versus vacant property (need to consider policies regarding Capital investment vs. front-end money and the length of term of city commitment, etc.)
7. Contribution to enhancements / upgrades versus typical standards (for instance upgrading a split face block building treatment to a stone building treatment.)
8. Off-site city improvements required by Code – access, under grounding of utilities, streetscape, etc.

Criteria for Evaluating Potential City Involvement in Infill and Redevelopment Projects

- 1) Is the site within City's geographically mapped area?
- 2) Does the site meet the definition of "Infill" or "Redevelopment?"
- 3) Describe how the site is compatible with the surrounding area and meets community values including compatibility with surrounding quality of design and site planning.
- 4) Describe the project's feasibility. This should include the developer's resume of experience, whether project financing is in place and, for non-residential projects, what tenant commitments are in place.
- 5) Within a distance of **???**, list any specific infrastructure projects planned and/or funded) by the City or any proposed off-site contributions anticipated by the proposed project that address existing deficiencies as defined by the City.
- 6) What is the level of sharing of City vs. private participation for specific enhancement request or code requirements?
- 7) Does the proposed project include a mixture of uses? If so, describe the types and percentage.
- 8) Is the proposed project part of a recruitment effort by the Grand Junction Economic Partnership or the Grand Junction Area Chamber of Commerce?
- 9) Will the proposed project preserve or enhance any historic structure or site? Has the structure / site been inventoried by the City?
- 10) Does the proposed project include and affordable housing element? If so, provide details including how the project meets different HUD definitions for affordable housing.
- 11) Does the proposed project go beyond current Code requirements and provide enhanced architectural and design elements?

From: "Jody Kole" <jkole@gjha.org>
To: <bobbl@gjcity.org>
Date: 4/2/04 2:39PM
Subject: Infill & Redevelopment Policy Implementation

Bob -

Thanks for sharing with me the Proposed Policy Implementation documents. I appreciate the opportunity for input.

Overall, I like it, though it looks like a "soft" policy document that retains maximum flexibility & discretion to City Council. My concern in this area, particularly as it may relate to affordable housing, is the apparent lack of predictability. Typically, in the affordable housing arena, a local commitment needs to be on the table first, to be able to leverage outside resources. Providers of grants, loans, and equity for these developments want first to see evidence of a strong local government investment prior to their review of a request. Timing can be critical. Infill & redevelopment projects already have significant hurdles. If a proposed development needs to make its way 95% through the development review process before serious consideration is given to City incentives, the policy will not provide a significant incentive, in my opinion.

In the Criteria for evaluating Potential City Involvement in Infill & Redevelopment Projects, Tier III --- What is anticipated in the Affordable Housing Bonus Criteria? How might that play into the overall consideration?

In Infill developments, I'd encourage consideration of reducing the connectivity standards. Our experience with the TEDS was not a happy one. It added considerable cost to our development (over \$100,000), with minimal benefit to the neighborhood, in my opinion.

I like the concept of an expedited review. Again, our most recent experience, even with an honest attempt on the part of most City staff to expedite the reviews, consumed nearly a year.

Might you look at any improvements in the area of defining "compatibility"? It seems that an existing neighbor with a zoning or use that is even slightly different from a new proposed use has wide latitude in claiming incompatibility, & working to derail any new development. Perhaps there are clear definitions of "compatible" somewhere within the code, but I have not seen them.

That's all that comes to mind on the first review. If anything else surfaces, I'll let you know.

Thanks,

Jody Kole
Grand Junction Housing Authority

Attach W-3

Strategic Plan Update

TO: Mayor and City Council

FROM: David Varley

DATE: 13 July 2004

SUBJECT: June Strategic Plan Progress Report (for discussion at City Council workshop on 19 July 2004)

To help us track all the Action Steps in the City's Strategic Plan we have been providing a written progress report every month. Attached to this memo is the report for the month of June 2004, which will be discussed at the City Council workshop on 19 July 2004. For this month there is an update for only one Action Step which is #11.A and is in the Solution Area of Efficient Transportation.

GRAND JUNCTION CITY COUNCIL

STRATEGIC PLAN 2002 – 2012

MONTHLY PROGRESS REPORT

June 2004



Solution

EFFICIENT TRANSPORTATION

ACTION STEP 11.A: *Conduct a feasibility study/analysis to prioritize future interchange locations including 29 Road as a top STIP priority. (June 2003, April 2004) (amended 21 January 2004)*

Progress: Public Works staff has worked with the Regional Transportation Planning Office and their consultant, URS Corporation, to review possible future interchanges on I-70 as part of the recently completed Corridor Optimization Study for I-70B. Staff has compiled this information into a report for Council review. Because the report is quite long and contains numerous pages of graphs and data as an appendix, only the first part of this study is attached to this Strategic Plan update beginning on Page 3. A copy of the entire report, including the appendix, is available for review in the City Council office.

Future Interchange Locations on I-70

Strategic Plan Feasibility Study



Prepared by Public Works Staff

**for the
Grand Junction City Council
May, 2004**

Future Interchange Locations on I-70

Strategic Plan Feasibility Study

Major Contributors:

Jody Kliska, Transportation Engineer
Tim Moore, Public Works Manager
David Thornton, Principal Planner
Ken Simms, Regional Transportation Planning Office

Table of Contents

| | |
|---------------------------|---|
| Executive Summary | 6 |
| Strategic Plan..... | 7 |
| Background | 7 |
| Assumptions..... | 8 |
| Evaluation Criteria | 8 |
| Analysis..... | 8 |
| Conclusions..... | 10 |
| Appendix..... | included in the entire report which is available in the City Council office in City Hall |

Executive Summary

Public Works staff has worked with the Regional Transportation Planning Office and their consultant, URS Corporation, to review possible future interchanges on I-70 as part of the recently completed Corridor Optimization Study for I-70B. Results of the analyses of the year 2030 model indicate that construction of interchange(s) has almost no effect on reducing vehicle miles of travel in the urban area, and in fact slightly increases the VMT for two of the three interchanges analyzed. The costs of construction of the interchanges and the roads leading to them may far outweigh the perceived benefits.

An interchange at 25 Road has the effect of changing the characteristics of 25 Road traffic but has only a minimal effect on F Road traffic. A substantial portion of the traffic increase (about 5000 of the 19000 additional vehicles per day) can be attributed to vehicles that would otherwise use Horizon Drive. An interchange at 26 Road has similar effects. An interchange at 26 ½ also decreases volumes on Horizon Drive and has a small effect on F Road traffic. This has the effect of removing traffic from an already established commercial area that has adequate infrastructure in place and will likely have negative effects on the residential areas on the north-south streets leading to the interstate.

Construction of an interchange at 30 Road would draw traffic off of 29 Road and would result in the construction of two parallel five-lane facilities that would both be under-utilized.

Construction of an additional interchange and the street construction at an estimated nearly \$20 million in today's dollars may negatively impact land uses by disrupting residential areas and pulling traffic away from the developed corridors of Horizon Drive and 29 Road. City and County planning staff estimates the urban area will be more than 90% built out by the year 2030. Based on this estimate, no right of way acquisition is recommended. The conclusions of the I-70B Corridor Optimization Study indicate the City's capital dollars may be better spent increasing capacity on the existing principal arterials in the valley.

The construction of the 29 Road interchange appears to optimize the opportunities for utilizing I70 within the urban core area of Grand Junction. Because the population, employment and retail centers of the valley are located primarily south of the interstate, I70 is not the facility of choice for a large number of local commuters because of the perceived and actual longer travel time to use it.

Strategic Plan

The City Council's Strategic Plan calls for the following work to be completed for analysis of future interchanges on I-70.

- Conduct a feasibility study/analysis to prioritize future interchange locations.
- Develop cost estimates and funding strategies for interchanges.
- Review an urban speed limit on I-70 to more easily facilitate additional interchanges and reduce their cost.

Background

The Federal Highway Administration retains all approval rights to the control of access to the interstate system. All requests for access to the interstate must be submitted to FHWA through the Colorado Department of Transportation. CDOT has developed a policy directive 1601.0 Interchange Approval Process, which requires an environmental analysis in conformance with NEPA to evaluate impacts and consequences of interchanges. The general policy requires that all costs for the development of proposals are the responsibility of the applicant; approvals include a financial plan, environmental clearances, ROW, design, construction and maintenance.

The CDOT Regional Office in Grand Junction holds the perspective that the interstate was designed with very limited access for efficient cross country travel and safety and should not be allowed to become part of the local circulation system. Correspondence with CDOT staff is included in the appendix, page 48.

The City of Grand Junction has conducted several studies in recent years to determine appropriate interchange locations to facilitate regional travel in the valley.

The West Metro Study was completed in 1999 by Fehr & Peers Associates for the City of Grand Junction. The study analyzed improvements to the three existing interchanges and evaluated five possible new interchange locations. The 29 Road interchange was recommended from this study, as well as improving the 24 Road interchange and building the Riverside Parkway. A second tier of projects was analyzed assuming the recommended improvements were constructed and resulted in a recommendation of improving the remaining two interchanges at US 6 and at Horizon Drive. Interchanges at 25 Road, 26 Road and 26 ½ scored lower and did not appear to be needed within the 20-year time horizon of the study.

The 24 Road Transportation Plan, completed in 2000 and incorporated in the Grand Valley Circulation Plan, recommended a split-diamond interchange at 24 Road in the 50-year planning horizon to accommodate future growth in the 24 Road area.

The FHWA has classified interstates as either urban or rural. Currently, I-70 through the Grand Junction area is classified as rural, which allows for the higher speed limit of 75 MPH while also maintaining interchange spacing of a minimum of two miles.

Assumptions

The 2030 Transcad model was used for all evaluations. The model was recently converted from Minutp to Transcad and the socioeconomic data for 2030 was included.

A spreadsheet showing the projected population for 2030 and build out by analysis zone is included in the appendix. The projected population in 2030 will reach approximately 91% of the projected build out population of the urban area.

The consultant's work for the I70B Corridor Optimization Study, a joint project by CDOT, Mesa County and the City of Grand Junction, was expanded to include analysis of four possible interchanges on I70 – 25 Road, 26 Road, 26 ½ Road and 30 Road. The no-action alternative was used as the baseline for comparison. The no-action alternative assumes that the 29 Road interchange is built, 24 Road has five lanes, F ½ Parkway is built as shown on the adopted Grand Valley Circulation Plan, Riverside Parkway and 29 Road are complete.

Planning level costs are in today's dollars and the recent estimates for Riverside Parkway and 29 Road were used to develop estimates for costs.

Evaluation Criteria

Staff developed the following evaluation criteria to be able to compare the analyses and make recommendations. The criteria are as follows:

- Reduction of vehicle-miles-of-travel on the network, compared to the baseline. A decrease in VMT would indicate the proposed interchange would relieve congestion on the entire network and may solve area-wide needs.
- Volume decreases on representative links of F Road. Volume decreases on F Road would indicate that the interchange draws traffic to I70 to use it as an alternative to F Road.
- Planning level costs. These costs are general and are based on averages that have recently been developed for the Riverside Parkway and 29 Road.
- Impacts on neighborhoods between I-70 and F Road at interchange locations. The number of parcels affected by widening the north-south road is one indication of impact, but there are other impacts which are more difficult to quantify. This includes substantial traffic volume increases, noise, air quality, attraction of trucks and pressure to change zoning from residential use to commercial or industrial based on the attraction of traffic volumes. The draw of traffic away from established commercial areas with adequate infrastructure may also be considered an impact.

Analysis

Each of the interchange locations was evaluated using the criteria listed above. The measures of effectiveness are shown below:

| Measure of Effectiveness | 25 Road | 26 Road | 26 ½ Road | 30 Road |
|--|---------------------|---------------------|---------------------|---------------------|
| Reduction of VMT ¹ | Increases 0.25% | Increases 0.10% | Decreases 0.30% | Decreases 0.13% |
| Volume Decreases on F Road ² | Decreases 6.37% | Decreases 5.22% | Decreases 9% | Increases 12.43% |
| Traffic on Parallel Streets ² | Horizon Dr. -15% | Horizon Dr. -20% | Horizon Dr. -12% | 29 Road -40% |
| Neighborhood Impacts: | | | | |
| Parcels Affected | 112 | 68 | 97 | 83 |
| Traffic Increases | 184% | 138% | 5% | 401% |
| Planning Level Costs: | | | | |
| Interchange | \$15,000,000 | \$15,000,000 | \$15,000,000 | \$15,000,000 |
| Right of Way | \$528,000 | \$654,720 | \$718,080 | \$443,520 |
| North/South Street Construction | \$2,640,000 | \$3,273,600 | \$3,590,400 | \$2,217,600 |

¹ Data is shown in appendix page 29. ² Data is shown in appendix page 11.

As illustrated in the table above, the 25 Road interchange has the effect of increasing overall traffic on the system slightly. Volume decreases on F Road are not significant and only occur in the segment immediately adjacent to the 25 Road intersection. The traffic on 25 Road to the north is increased significantly, with a major portion of the traffic increase coming from traffic that would have otherwise been on Horizon Drive. The increased traffic on 25 Road would require construction of a five-lane section of roadway and would impact a high number of parcels. The attraction of traffic to 25 Road could mean additional truck traffic in an area that is primarily residential north of F ½ Road. There may also be pressure to change land uses near the interchange to commercial, providing increased competition to the established commercial area of Horizon Drive.

The 26 Road interchange has similar effects and attracts even more traffic from Horizon Drive, due to the proximity of the two interchange locations. The 26 ½ Road interchange also attracts traffic from Horizon Drive, although slightly less than the other two interchanges, perhaps because the two streets are quite close. The 26 ½ Road interchange affects more parcels.

The 30 Road interchange does draw traffic off of F Road in the immediate vicinity of the intersection with 30 Road. However, this section of F Road is less congested than segments further west, which are unaffected. However, the addition of this interchange draws a significant traffic volume (about 40% or 12000 vehicles per day) from 29 Road, where a five lane facility is planned with the 29 Road interchange at significant investment. Both 29 and 30 Roads would require five lane segments to adequately serve the traffic volumes; however, neither would be fully utilized. On 30 Road, a significant number of the affected parcels are single-family that front directly onto 30 Road. Purchase of additional right-of-way may include buying all houses on one side of

the street or the other to avoid having a major arterial just a few feet from the front door of homes.

Conclusions

Traffic analyses from two independent consultant studies indicates that construction of new interchanges on I-70 within the urban area of Grand Junction may not provide sufficient benefit to traffic circulation for the cost of construction and the disruption to established residential neighborhoods. Modeling results from staff analysis are consistent with these findings.

Based on the current Growth Plan and land uses, staff does not recommend pursuing the future construction of interchanges at the three locations studied. Because the urban area is more than 90% built out by 2030, staff does not recommend reservation of right-of-way at any of the locations studied as the results are not likely to change.